DOCUMENT RESUME

ED 181 986 JC 800 139

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TITLE A Concept Paper on the Importance of a Skills Center in the Comprehensive Delivery System of Manpower Services in Greater Cleveland.
INSTITUTION Cuyahoga Community Coll., Cleveland, Ohio.
PUB DATE 23 Jan 79
NOTE 62p.

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Adult Vocational Education; College Role; Community Colleges; Economically Disadvantaged; Educationally Disadvantaged; Employment Patterns; Employment Trends; *Job Skills; *Junior Colleges; Labor Force; *Labor Market; Labor Supply; Manpower Needs; Occupational Surveys; Program Descriptions; Regional Cooperation; *Skill Centers; Unemployed; Unemployment; Urban Education

ABSTRACT

A rationale is presented for the establishment of a comprehensive skills center designed to provide low-cost, vocational training that would enable the unskilled and unemployed population of Cuyahoga County, Ohio, to fill area manpower needs. The report first compares the present composition of the county work force with the manpower needs of local businesses and industry, demonstrating that despite a healthy demand for skilled labor, a large segment of the population is unemployed due to a lack of education, skills, and good work habits. The report then discusses the need for a coordinated delivery system of manpower services which can assure an unsubsidized job in the private sector for each trainee. The role of a skills center in this delivery system is then explored, and three principles for its operation are enumerated: (1) the training of the educationally and economically disadvantaged should not be limited to work skills; (2) training should lead to jobs with a future; and (3) cooperative relationships must be maintained with the community, local government, and business and industry. The report concludes with a description of a proposed skills center, that includes a statement of mission and goals, an indication of faculty and staff requirements, and a proposed budget for the center's first year. (JP)

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A CONCEPT PAPER ON THE IMPORTANCE OF A SKILLS CENTER IN THE COMPREHENSIVE DELIVERY SYSTEM OF MANPOWER SERVICES IN GREATER CLEVELAND

Cuyahoga Community College

Cleveland, Ohio

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Editor

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JC 800 139

January 23, 1979

A C K N O W L E D G E M E N T

This paper is the work of a task force appointed by Dr. Nolen M. Ellison, District Chancellor of Cuyahoga Community College.

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George Eppley, Editor

A B S T R A C T

This proposal is really a think piece on the importance of a skills center in the comprehensive delivery system of manpower services in Greater Cleveland. It invites discussion and dialogue about a critical problem which needs to be addressed if the area is ever to maximize the full potential of its work force.

Part I describes the general population, discusses the composition of the work force, and makes the following observations. First, Cleveland is gradually changing from an industrial based to a service-based economy and that there is continuing need for skilled workers in both areas. Secondly, the unemployment rate in the city proper has been consistently higher than the national average. A high degree of joblessness exists among the young, especially minority youth. Part I also reveals that the industrial base of the economy is eroding because, among other reasons, there is an inadequate supply of skilled young people to replace an aging work force. This problem is so critical that some industrial firms have left the area.

Part II states the problem which is that in the Greater Cleveland Area there is no coordinated delivery system of comprehensive manpower services which ensures that there will be an unsubsidized job in the private sector for which the trainee is being prepared. Part II also lists some factors which aggravates an already fragmented system:

- Lack of accurate labor market information.
- Lack of interinstitutional effort among business, industry, labor and education.
- CETA training is too short.
- The Manpower Training Center operated by the Cleveland Board of Education has closed.

Part III discusses the need for a first-rate comprehensive skills ceter as part of the comprehensive delivery system of manpower services. It makes three points: (1) that training cannot simply be limited to work skills, particularly when the trainee is educationally and economically disadvantages; (2) training must lead to jobs with a future and an opportunity to advance, be upgraded and easily retrained; and (3) vocational and technical training must have support, counsel and input of local community representation and a close working relationship with government, business, and industry in its design and operation. Part III also identifies public and proprietary schools which are doing vocational and occupational training. In addition to Cuyahoga Valley Vocational School and the Southwest Cuyahoga Joint Vocational School are nine city school districts which offer vocational education courses at selected high schools within each district. While Cuyahoga Community College does not offer vocational courses in the usual sense of that term, the College does have considerable expertise in the area of technical/occupational training. The paper also identifies some of the training which CETA provides by means of public and proprietary schools.

Part IV describes a proposed skills center. A mission statement and the goals of the comprehensive skills center are suggested. The center would stress basic skills, attempt to encourage student motivation and endeavor to give students a realistic outlook toward work. In addition, the center would offer a range of programs designed to meet the needs of area employers. Currently such programs might be for clerk-typists, welders, manufacturing assemblers, facilities maintenance workers, drafter trainees, machine operatives and wastewater treatment plant operators. The staff of such a skills center would consist of a director, a curriculum specialist, counselors and job developers, full-time and part-time faculty and support staff to assist in the administration of the center. A first-year budget of $2,052,000 is attached along with an action plan which identifies the critical milestones.

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A. INTRODUCTION

Post high school educational planning in the Cleveland, Ohio area must address the problem that on one hand Cleveland contains a large population of unemployed, underemployed, and unskilled adults and that on the other, the Cleveland area is continually in need of a skilled workforce. Steady demand still exists in skilled occupations. Yet no two-year or four-year college has vocational training programs specifically designed for the undereducated and disadvantaged adult.

The decline of manpower training by the financially distressed Cleveland public school system and the catalytic presence of the re-authorized Comprehensive Employment and Training Act (CETA) compel serious consideration for the development of a total, community-based, student-centered comprehensive skills center to provide low cost vocational training designed for, but not limited to, inner-city unemployed and unskilled adults. Significant emphasis in the design and execution of training would be given to the educationally and economically disadvantaged, to black youth, to displaced homemakers, to women, to the mentally disabled, to the physically handicapped, to the non-English speaking, and to middle-age and older workers in need of occupational relocation or upgrading.

A comprehensive skill center would provide full pre-vocational and post-training support including outreach, aptitude testing, counseling, career planning, educational brokerage, basic cognitive skills, attitudinal and motivational skills, vocational training, basic adult education, survival skills training, and placement. The center would provide labor market studies and occupational forecasting to insure relevant and effective job training.

B. A PORTRAIT OF MANPOWER NEEDS IN THE GREATER CLEVELAND AREA

I. General Description of the Area

Cuyahoga County, whose principal city is Cleveland, is located in northeastern Ohio on the southern shore of Lake Erie, approximately 45 miles west of Pennsylvania border. It is bounded by Lorain County on the west, Medina and Summit Counties on the south, Portage County on the southeast, Geauga County on the east, and Lake County on the northeast. Lake Erie forms the entire northern boundary of Cuyahoga County.

The County is situated in the center of the industrial northeast.

Metropolitan Cleveland and Northeast Ohio rank in the top ten industrial market areas in the United States. Its proximity to Buffalo, Pittsburgh, Cincinnati, Chicago, and Detroit gives the region access to major concentrations of consumer and industrial markets, labor markets, and critical materials. Location in northeastern Ohio of corporate headquarters for 41 of the top 1,000 industrial corporations reflects the area's strength in both white collar employment and manufacturing. The four county area surrounding Cuyahoga County contains over one-fifth of Ohio's population, making the region a substantial source of labor.

Within a 500-mile radius of Cleveland are:

- 64% of the U.S. value added by manufacturing.
- 56% of the U.S. manufacturing plants.
- 61% of the U.S. capital expenditures for new plant and equipment.
- 57% of the U.S. wholesale sales.
- 50% of the U.S. and Canadian population.
- 51% of the U.S. retail sales.
- 65% of the U.S. payroll dollars.
- 61% of the U.S. bank deposits.
- 45% of the nation's motor vehicles.
- 70% of the nation's largest headquarter offices.

SIZE:

As of July 1975, Cuyahoga County contained an estimated 1,603,900 inhabitants within its 458.6 square mile area. An estimated 638,000 of those inhabitants lived in the City of Cleveland, which covers 77.2 square miles, with the remainder scattered throughout the 59 other cities and villages and the 4 townships which comprise the suburban portion of the County. With the exception of the townships, which cover 14.7 square miles, the entire County is urbanized. The official U.S. Census Bureau 1975 population estimates for Cuyahoga County and its 60 minor civil divisions are listed in Appendix 1. The minor civil divisions are identified in Appendix 2.

2. Population and Labor Force

Statistical figures about Cleveland, Ohio during the last three decades reveal rapid changes directly affecting occupational training and the educational planning necessary to insure a productive workforce. The population of Cleveland is becoming older, poorer, less educated, and possessing fewer employable skills. The traditional workforce that built Cleveland into one of the world's most productive industrial centers has steadily declined or migrated out of Cleveland and Ohio.

The population of Cleveland and of Cuyahoga County has steadily declined over the last thirty years. Every demographic study of the area projects a continuation of that decline through the next two decades though at a slower pace than the one occuring during the 1960's. The decline in population is mostly the result of the out-migration from the central city to the suburbs during the 1960's. Still the entire county continues to lose people (see Appendix 3).

New Census Bureau estimates of the population of Cuyahoga County as of July 1, 1976 have recently become available. These figures have been released by the Office of Research, Ohio Department of Economic and Community Development, in cooperation with the U.S. Department of Commerce. They are also available in printed form in Current Population Reports, Series P26, No. 76-35.

The new figures indicate that Cuyahoga County had a total population of 1,578,500 persons as of July 1, 1976. This is a drop of 142,300 persons, or more than 8 percent since the decennial census was taken on April 1, 1970.

The four-county Standard Metropolitan Statistical Area (SMSA) composed of Cuyahoga, Geauga, Lake, and Medina Counties had 1,960,200 inhabitants as of July, 1976. This was 103,600 fewer than it had in 1970, a drop of 5 percent.[1]

TABLE 1

Population

	1970	1976	Change Amount	Percent
Cuyahoga Co.	1,720,835	1,578,500	-142,300	- 8.3%
Geauga Co. Lake Co. Medina Co.	342,894	381,700	+ 38,700	+11.3%
Four County SMSA	2,063,729	1,960,200	-103,600	- 5.0%
State of Ohio	10,652,017	10,690,000	+ 38,000	+ 0.4%

The decline in population is largely the result of the out-migration of the young, the educated, the skilled, and non-minority. Today in Cleveland one-third of the population 25 years or older have not completed more than an elementary education. While nationally 10.7 percent

[1] Edric A. Weld, Jr., New Estimates of 1976 Population for the Cleveland Metropolitan Area, Reports on Demographics, Number 1, December 13, 1977.

of the 25 or over age group have completed four years of college, only 4.4 percent of that same age group in Cleveland have attained a similar educational level. During the 1960's when college education boomed, doubling the number of college graduates nationally, Cleveland actually possessed fewer four-year college graduates in 1970 than in 1950. While the number of professional workers in northeastern Ohio over the last three decades has increased 85 percent, Cleveland proper experienced a 9.3 percent decline in the number of professional workers. Every social indicator describing the Cleveland area over the last thirty years reveals a declining skilled workforce while the unskilled population remains statistically stable.[2]

Income as a measure of both education and employment further attests to Cleveland's containing a large unskilled labor force. Cleveland ranks lowest among the County's municipalities in median family income. While the County's median income for 1970 was $11,309, Cleveland's was a significantly lower $9,107. The disparity of median family income between Cleveland and suburbs was widened from 1950 to 1969 as has the per capita income between 1969-1974. Although part of the disparity reflects the growth of nominal income (unadjusted for inflation), a portion of the wider disparity is indicative of the flight of middle and high income residents from the central city to the suburbs.

This outward movement of the better educated, higher income families is a long term trend that characterizes most major American cities. With rising real incomes and lowering of real transportation costs, individuals and families in Cuyahoga County have chosen more spacious surroundings available in suburban locations. Simultaneously, the influx of low skilled, primarily rural immigrants during the forties and fifties occupied older inner city neighborhoods where rents and housing prices had declined and where access to jobs was possible. The influx into older central city neighborhoods of poor, low skilled rural residents has

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[2]Joseph T. Bombelles, et. al., Regional Economic and Demographic Analysis for Cleveland, Ohio, Urban Observatory Program, Research Project No. 10.

ceased. However, the difficulty for these individuals and their offspring to break out of the cycle of poverty has left significant numbers of the disadvantaged in inner city Cleveland.

This disparity in socioeconomic characteristics between some sections of the City of Cleveland and the rest of Cuyahoga County is indicative of continued suburban flight. Richard P. Nathan and Charles Adams have constructed a city-to-suburb hardship ratio to compare the social and economic hardship of cities in relation to their surrounding suburbs.[3] A high hardship ratio indicates future increases in population flight to the suburbs and further urban decay. The index aggregates the following six measures from the 1970 Census of Population:

1. Unemployment
2. Dependency (persons less than 18 or over 64 years of age as percent of total population).
3. Education (percent of persons 25 years of age with less than a twelfth-grade education).
4. Per Capita Income
5. Crowded Housing (percent of occupied housing with more than one room).
6. Poverty (percent of families below 125 percent of low income level).

Nathan and Adams found that Cleveland ranked second among 55 of the largest 66 SMSAs. The ranking of Cleveland on this city-to-suburb hardship index suggests the magnitude of problems local governments and the private sector face in their revitalization efforts.

3. Composition of the Labor Force

The labor force of the Cleveland area--as opposed to characteristics of the general population--has seen an increase in the last several

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[3]Richard P. Nathan and Charles Adams, The Brookings Institution, Washington, D.C., 1976.

decades only because of an increase of women in the workforce. The greatest rise in labor force participation rates (LFPRs) in Cuyahoga County is found among non-white female; the greatest declines are in the categories of male workers (see Appendix 4).

a. The Employment Picture

Labor market data and employment projections consistently point to Cleveland's shift from an industrial-based to a service-based job market, a phenomenon in keeping with the national employment trend. The need for white collar workers has outstripped the need for blue collar workers, and job openings in the professions continue to rise. The fastest growing occupations in the Cleveland area are clerical workers, health-related technicians, and other occupations that fall into the "service" categories, namely practical nurses, health aides, restaurant cooks and security guards and, with some irony, vocational and educational counselors. Also high on the list of growing occupations in the Cleveland area are the professional and technical occupations. Service-related industries as a group are expected to produce nine new jobs for every one generated by the goods-related industries.[4] White collar employment in the Cleveland area is projected to increase at a rate of two-and-one-half times than that of blue collar occupations. From 1974 to 1985, there is an expected 18 percent increase in professional, technical, and managerial occupations, and a 15.4 percent increase in clerical workers.

The most drastic increase in occupations is expected in the health area. Between 1974 and 1985 it is estimated that the need for practical nurses will grow 70 percent, for health technicians, 59.6 percent, and for dentists and dental assistants about 45 percent. Also receiving high projections are teachers aides, systems research operators, and data processing machine repairers, among others (see Tables 2 and 3).

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[4] Cleveland Metropolitan Area Occupational Projections to 1985. Bureau of Employment Service, Division of Research, 1977.

TABLE 2

Employment in Fastest-Growing Occupations for the Cleveland SMSA
1974 and 1985

Occupation	1974	1985 (Projected)	Change, 1974-1985	
			Change	Percent
Practical Nurses	5,359	9,110	3,751	70.0
Therapists	1,078	1,809	731	67.8
Other Health Technicians	800	1,277	477	59.6
Miscellaneous Clerical Workers, N.E.C.	15,183	24,144	8,961	59.0
Teachers Aides except Monitors	1,943	3,085	1,142	58.8
Animal Caretakers, except Farm	1,011	1,563	552	54.6
Vocational and Educational Counselors.	1,024	1,538	514	50.2
Operations, Systems Research	1,265	1,879	614	48.5
Welfare Service Aides	540	798	258	47.8
Secretaries, Medical	1,299	1,910	611	47.0
Data Processing Machine Repairers	578	844	266	46.0
Child Care Workers, except Private	1,938	2,819	881	45.5
Dental Assistants	1,077	1,565	488	45.3
Dentists	1,109	1,605	496	44.7
Health Aides, except Nursing	1,996	2,888	892	44.7

Source: Cleveland Metropolitan Area Occupational Projections to 1985. Bureau of Employment Services, Division of Research and Statistics, Columbus, Ohio. January 1977.

TABLE 3

Employment in the Cleveland SMSA by Occupation, 1974 and 1985

Occupational Group	1974	1985 (Projected)	Change, 1974-1985	
			Change	Percent
All Occupations	894,560	975,634	81,074	9.1
Professional, Technical . . .	128,408	140,567	12,159	9.5
Managers	90,126	97,852	7,726	8.6
Sales Workers	64,188	70,249	6,061	9.4
Clerical Workers	176,820	204,086	27,266	15.4
Craft Workers	124,925	132,997	8,072	6.5
Operatives	157,711	161,420	3,709	2.4
Service Workers	105,852	120,780	14,928	14.1
Laborers	41,775	44,159	2,384	5.7
Farm Workers	4,755	3,524	- 1,231	- 25.9

Source: Cleveland Metropolitan Area Occupational Projections to 1985. Bureau of Employment Services, Division of Research and Statistics, Columbus, Ohio. January 1977.

b. The Unemployment Picture

Cuyahoga County measured unemployment rates since 1972 have followed or remained below the national unemployment rate with the exception of 1972. Cuyahoga County has also generally been below the Ohio rate. In contrast, though, the unemployment rates for the City of Cleveland, particularly the minority unemployment rates, have remained significantly above the national unemployment rate. In 1975, for example, while the nation as a whole had an 8.5 percent unemployment rate, the City of Cleveland experienced an 11.5 percent unemployment rate and the minorities within the city experienced a 13 percent unemployment rate (see Appendix 5).

There are several reasons for the wide disparity in unemployment rates between Cleveland and the County. First, new investment in plant and equipment has taken place away from the older central city. Employment in the suburbs also tends to be in the more stable white collar categories. Concentrations of unskilled young minority populations in the central city have led to long term structural unemployment that does not respond readily to upturns in the broader regional economy. Finally, the large net out-migration from Cuyahoga County has helped to keep the County unemployment rate from rising above the state and national rates.

Appendix 6 demonstrates the much greater unemployment rates of both black males and females in 1970 based on U.S. Census data. The percent of 16-21 year olds not enrolled in school who are either unemployed or not in the labor force is much higher for both black males and females than for whites in the same situation. This highlights the high degree of joblessness among youth and especially minority youth, a situation that has plagued the metropolitan area in recent years.

These unemployment figures however do not take into account individuals in so-called sub-employment occupations or disadvantaged positions where the individual may work either part time or full time and still be below the poverty level. The Federation of Community Planning, Cleveland's non-profit social and health services consortium, estimates that one out of every two employed persons in the inner city subsists on an income below the poverty level. And even these figures do not reflect the number of persons who have withdrawn from the labor force and are therefore never counted in unemployment statistics or in labor force participation rates (LFPRs).[5]

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[5]Thomas F. Campbell and Patricia Nottingham, Some Reflections on Manpower Programs in the Cleveland Area, Cleveland: Cleveland State University Institute of Urban Studies, 1974.

4. Labor Shortages

Historical and social events of the last twenty years as revealed above have resulted in the paradoxical situation in which there exists a variety of jobs necessary to the economic well being of the Cleveland area for which there are inadequate numbers of trained workers. During 1978, the estimated number of unemployed in the Cleveland area ranged from forty to forty-five thousand people.[6] During the same time, job openings went unfilled for licensed practical nurses, mechanical drafters, secretaries, clerk-typists, machine setters, administrative clerks, custodians, key-punch operators, tool and die makers, factory maintenance mechanics, weld-fitters, auto-body repairers, and turretlathe, screw-machine, and milling-machine set-up operators. Despite the large number of unemployed, employers go begging. In October, 1978, for example, according to the Ohio Bureau of Employment Service's monthly listing of job openings remaining unfilled thirty days or more, there were 39 openings for machinists and only 18 were filled. Twenty out of twenty-one machine overhauler positions remained unfilled.

Nor does it appear that the problem will lessen. On the contrary, as Cleveland's skilled work force grows older (the average age of skilled workers is about 45) and leaves work through retirement, relocation in "sun belt" industrial areas, or death, there are fewer skilled youth than the number of needed replacements.

According to recent information gathered by the Metropolitan Cleveland Jobs Council, a division of Cleveland's chapter of the National Alliance of Businessmen,

- The average age at Cleveland Pneumatic Tool Company in all categories is over 57.

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[6] Ohio Bureau of Employment Services, "Ohio Labor Market Information."

- In August, 1977, a relatively slow month for retirements, Turning Plant of Warner and Swasey lost more than 640 years of seniority through retirement.

- Sixty-two percent of the skilled workers at Cleveland's Tapco Division of TRW are eligible to retire immediately.

- At least one Cleveland company, the Cleveland Metal Stamping Division, contacted three foreign embassies in an attempt to find skilled workers.

The majority of job openings, particularly in the skilled occupations, are not the result of growth or high turnover, but the lack of qualified workers (see Tables 4 and 5).

In the light of this data two major features of the unemployment picture emerge. One is that there is not a shortage of good jobs but there is a lack of workers entering the labor force who are qualified for these jobs. Another feature which can be clearly discerned is that there is a large work force of unskilled workers. In other words, the data reveal that on the demand side there is a great and immediate need for skilled workers while on the supply side there is a large labor force of unskilled workers.

If the economic picture of Greater Cleveland is to brighten, it is obvious that a concentrated effort must be made soon to provide specialized training for these unskilled workers so that they can enter the work force as trained and satisfied workers who are productive members of the Greater Cleveland community. It should also be clear that this concentrated effort must not be a one-time thing. It must be carefully planned so that it can facilitate those long-range and short-range objectives which will promote the economic growth of Greater Cleveland.

TABLE 4

Job Openings in the Cleveland Area by Occupation

Occupation	Job Openings Per Month
Electronic Technician	6
Draftsman	13
Computer Programmers	8
Radiologic Technicians	9
Medical Lab Assistants	5
Licensed Practical Nurse	42
Legal Secretary	19
Medical Secretary	14
Secretary	280
Computer, Perpheral Equip. Operator	15
Cook	31
Short-Order Cook	33
Guard	58
Machinist	15
Job Setter	29
Tool & Die Maker	6
Lathe S/U	13
Milling Machine S/U	7
Engine Lathe S/U	5
Automobile Mechanic	30
Diesel Mechanic	7
Office Machine Repairer	3
Air Cond. Heat, Mech.	8
Maintenance Mechanic	12
Television & Radio Repair	5
Auto Body Repair	12
Welder, Arc.	9
Welder, Appr. Comb.	5
Welder Fitter	7
Electrician	8
Electrical Repairer	8
Maintenance (Factory)	8
Maintenance (Building)	15

(Source: City of Cleveland Department of Human Resources, 1978 Prime Sponsor's Agreement.)

TABLE 5

Shortage Occupations in the Cleveland Area

Occupation	Lack of Qualified Candidates	Rapid-Very Rapid Growth
Electronic Technician		X
Draftsman		X
Computer Programmers		X
Radiologic Technicians	X	
Medical Lab Assistants		
Licensed Practical Nurse		
Legal Secretary		
Medical Secretary		
Secretary		
Computer, Peripheral Equip. Operator	X	
Cook		
Short-Order Cook		
Guard		
Machinist	X	
Job Setter	X	
Tool & Die Maker	X	
Screw Machine S/U	X	
Lathe S/U		
Milling Machine S/U	X	
Engine Lathe S/U	X	
Automobile Mechanic	X	X
Diesel Mechanic	X	
Office Machine Repair		X
Air Cond., Heat, Mech.		X
Maintenance Mech.	X	
Television & Radio Repair	X	
Auto Body Repair	X	
Welder, Arc	X	
Welder, Appr. Comb.	X	
Welder Fitter	X	
Electrician	X	
Electrical Repairer	X	
Maintenance (Factory	X	
Maintenance (Building)		

(Source: City of Cleveland Department of Human Resources, 1978 Prime Sponsor's Agreement.)

II. The Challenge

A careful study of the portrait of manpower needs in Part I reveals the following:

- A tremendous industrial and business base supports the area's economy. Many Fortune 500 companies have their corporate headquarters in this area. Large and small manufacturing firms collectively employ hundreds of thousands of people. In fact there is a work force of 900,000 people representing some 11,000 skills.

- This skilled workforce is aging and is not being replaced by younger workers. Consequently, some firms are looking to new areas, especially the sunbelt, for new pools of workers. Some large firms have already left. While the industrial base of the economy appears to be eroding, the number of service-producing businesses seem to be increasing.

- The steady out-migration of people from the City and the County includes a high percentage of young educated people.

- A large segment of the population is unemployed because they do not have the education, skills, and work habits to compete in the labor market. Generally, this group is comprised of poor white, poor blacks, and the poor from newly arrived minority groups who live in the central city.

- Despite an infusion of more than 170 million dollars of CETA funds for training and employment over the past five years, there does not seem to be a significant increase in unsubsidized employment in the private sector for the structually unemployed. (The new CETA legislation of 1978 recognizes this phenomenon which is not only characteristic of Greater Cleveland but most prime sponsor areas. Consequently, the emphasis is now on training for the structurally unemployed rather than on the cyclically unemployed.)

In light of these facts, a very complicated problem can be simply stated:

In the Greater Cleveland Area there is an urgent need for a more coordinated delivery system of comprehensive manpower services which ensures that there will be an unsubsidized job in the private sector for which the trainee is being prepared.

The problem is caused, or at least exacerbated by a number of factors:

- Labor market information, when available, is often outdated and inaccurate.

- Because some educators and business believe that "unemployment" is a social problem and not an educational one, they resist educational programs which focus on the hard-core unemployed. This elitism causes business and educational institutions to hire and enroll only the cream of the crop.

- There is a lack of an interinstitutional effort among business, industry, labor and education.

- Although CETA permits prime sponsors to train participants for 104 weeks, many of the training contractors offer only 13 or 26 weeks training. The hardcore unemployed and unskilled often need long term training and supportive prevocational training in reading, writing, and math.

- The closing of the Manpower Training Center, which the Cleveland Board of Education operated, leaves the city of Cleveland without a publicly financed skills training center that is easily reached by those most in need.

It should be pointed out that there are many groups of concerned citizens who not only recognize the need for a new and comprehensive delivery system of manpower services but who are also working on various aspects of this problem. An earlier report, A Working Paper on Education, Training and the CETA System[7], identified some of those groups.

That report also prepared by the College/County Manpower Project made some recommendations for improving the delivery system. Among those recommendations were these:

- o A top leadership forum must be assembled to focus on the redesign of the conceptual and operating framework in which the current manpower planning/delivery system of Greater Cleveland rests. Representing business, government, labor, religion, education, service agencies and clients, this body must not only reach agreement on the problems and solutions, but must be action-oriented in the sense that it provides guidance to the implementation of a new, improved manpower planning and development system.

  The proposed Manpower Forum must be provided with technically sound and independent assistance in:

  - identifying and confirming current education and training needs
  - defining system requirements and available work opportunities
  - formulating an action plan to create a more effective manpower planning/delivery system to support the efficient utilization of CETA funds.

- o Prior to the development of an improved manpower design for Greater Cleveland and the development of a plan for putting it into operation, there are important incremental improvements that can and should be made. The most glaring need is for a first-rate comprehensive skills training center housed in facilities that will signal a strong commitment to high quality training and will instill pride in its clients.

  A high quality education and training facility will provide the flexible, non-restrictive training options and opportunities currently unavailable in existing subcontractors in the CETA delivery system.

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[7] College/County Manpower Project, Office of Cuyahoga Community College and the Board of County Commissioners, April, 1978.

In the Working Paper on Education, Training and the CETA System, CCC made it clear that it did not want to dominate or lead the Manpower Forum. It offered, however, to play a catalytic role in bringing together the leadership necessary to solve this critical problem.

The next section of this document states how a first-rate skills training center can be established in such a way that there are important linkages to the Consortium, business, industry, the Overall Economic Development Plan (OEDP) of the Board of County Commissioners Committee, and educational institutions including technical and vocational schools.

Once again, let it be clearly understood it is not necessary that CCC own or operate the skills center. Although the College does have considerable expertise in the area of technical occupational training, careful planning of the skills center might determine that some other institution or group of institutions could operate the center more efficiently. What is being proposed is the concept of a comprehensive skills center. Various and important groups from education, business, industry, and labor will be involved in making the center operational. It could well be that in designing the skills center, these groups could be also designing the more comprehensive system which Greater Cleveland needs.

III. The Response

If the problem stated in Part II is to be solved, some institution or group of institutions must commit themselves to designing a coordinated and comprehensive system of delivery of manpower services which ensures that there will be an unsubsidized job in the private sector for which the trainee is prepared.

CCC believes that the planning of such a delivery system must begin with a first rate, open entry/open exit skills training center for the persons who need training or retraining in order to compete successfully in the labor market. It is critical that such a skills center include supportive basic cognitive and manual skills training coordinated with vocational skills training.

Similarly, training should aim for permanent and satisfying work. Some occupations frequently appear high in demand only because they offer low pay, experience high turnover, and show little promise for advancement. Promoting training merely to fill projected labor demands tends to shun problems such as aptitude, interest, and personal development. Advising a person in occupational training merely from the perspective of job shortages, promising job security and high pay is short-sighted. The lessons from manpower programs begun in the mid 1960's can be summarized in some fundamental principles that are necessary ingredients in the development of occupational training programs:

- First, training cannot be simply limited to work skills, particularly when the trainee is educationally and economically disadvantaged. The purpose of occupational training is not just to get a person a job but to make the jobless employable for all of his productive life. Thus training must include attitudinal and motivational development; basic skills in English, math, speech, reading, and writing; "survival" skills in consumerism, financial and family counseling, and career preparation.

- Second, training must lead to jobs with a future and an opportunity to advance, be upgraded and easily retrained. For example, clerk-typist training if it is to be productive must enable the trainee eventually to become specialized as, say, a medical secretary were the opportunity to present itself.

- Vocational and technical training must have the support, counsel, and input of local community representation and a close working relationship with government, business, and industry in its design and operation.

- Finally, training and skills programs must prepare individuals to make a living as well as to live.

That the Greater Cleveland area has the potential to deliver high quality manpower training programs in the area of vocational education can be learned from reviewing what is presently being done in that field.

Occupational Training in the Cleveland Area

The Cleveland area has some twenty institutions offering post-secondary education and training designed to serve the needs of rising service occupation shortages. Medical schools are located at Case Western Reserve University in Cleveland and a new institution near Kent, Ohio, sixty miles south of Cleveland. Cleveland has two law schools, several post-graduate schools, and numerous four year colleges and universities both private and public with a combined enrollment of 100,000 students. The Cleveland area is adequately supplied with educational programs to meet the needs of the emerging job shortages in the professions, paraprofessional areas, and most white collar occupations.

Vocational education in the Cleveland area is provided by both public institutions and private, for-profit proprietary schools. Public vocational education in Cuyahoga County is restricted to secondary school programs under the Ohio Board of Education. The county is served by two joint vocational schools, the Cuyahoga Valley Joint Vocational School and the Southwest Cuyahoga Joint Vocational School District.

Located in Brecksville, Ohio, fifteen miles south of downtown Cleveland, the Cuyahoga Valley Joint Vocation School (JVS) is made up of eight school districts: Brecksville, Cuyahoga Heights, Garfield Heights, Independence, Nordonia Hills, North Royalton, Revere and Twinsburg. JVS offers twenty-four vocational programs to about 1,000 students (mostly high school). Program areas include Agricultural Education, Business Education, Distributive Education, Home Economics, and Trade and Industrial Education. There is also an Adult Education Program with an enrollment of about 2,000. Adult Education includes 104 evening courses and several apprentice programs. The JVS is staffed with 61 full time and 83 part time employees. The four and one half million dollar school and its one million dollar's worth of vocational equipment were supplied by a two million dollar bond issue and state and federal matching funds.

The Southwest Cuyahoga Joint Vocational School District (JVSD) includes the four school districts of Berea, North Olmstead, Olmsted Falls, and Strongsville. JVSD offers vocational education to high school juniors and seniors in forty-one program areas, adult education courses, and apprentice-related training. The ninety-seven full time staff are part of six departments: Agriculture, Business and Office Education, Distributive Education, Health Occupations, Home Economics, and Trade and Industries. A four and one half million dollar bond plus four million, two hundred thousand dollars from state and federal funds enabled the JVSD to build the eight and one half million dollar Polaris Vocational Center. A one mill operating levy helps defray the one million, three hundred thousand annual operating costs. The Polaris Vocational Center, located in Middleburg Heights, Ohio, has an enrollment of 1,200 daytime students. In addition, 900 are enrolled in apprentice training programs in cooperation with 32 companies, and 1,500 are enrolled in Adult Education courses.

There are, in addition, nine city school vocational planning districts which offer vocational education programs usually at selected high schools within each district. These are:

Bedford City Schools
Cleveland City Schools
Cleveland Heights-University Heights City Schools
East Cleveland City Schools
Euclid City Schools
Lakewood City Schools
Maple Heights City Schools
Mayfield City Schools
Parma City Schools

This network of public schools plans its educational program on a one year and five year basis in cooperative fashion in order to meet the marketplace needs which have been identified by the Ohio Bureau of Employment Services. (Cuyahoga Community College participates in this planning process as does the CETA prime sponsor.)

Vocational and adult education offered by the Cleveland Board of Education has been reduced during the 1978 financial crises of Cleveland's public schools. The Adult Education Center on the innercity's East Side has only a skeleton staff. The downtown Manpower Training Center, supported largely by CETA, has completely shut down. Vocational education classes continue, however, at Max Hayes, Jane Addams, the Aviation High School, and other high schools within the City of Cleveland.

CETA-Sponsored Training

The local prime sponsor, the Cleveland Area Western Reserve Manpower Consortium (CAWRMC), relies on a wide variety of both public and private training programs for skills improvement. The following table lists the diversity of institutions and training sponsored by CETA in the Greater Cleveland area:

TABLE 6

Public and Proprietary Schools providing buy-in services to the Cleveland Area Western Reserve Manpower Consortium

Institution	Course	No. of Weeks	Cost Per Client
Airco	Welding	13	1,900.00
American Truck Driving School	Truck vernacular Safety equipment Air brakes	10	3,512.00
Automation Academy	Keypunch Nurses' Aide	10 6	495.00 395.00
Beatrice Beauty Acad.	Cosmetology	48	1,495.00
Cleveland Institute of Dental-Medical Assistants	Dental Assistant Medical Assistant Medical Receptionist Medical Secretary	26 26 20 22	1,324.00 1,334.00 875.00 880.00
Cooper School of Art	Photography Production Art	52 52	3,392.00 3,540.00
Control Data Institute	Computer Programming Computer Technician	26 25	3,350.00 3,340.00
Griswold Institute	Pre-GED	9	296.00
Hickock-Griswold	Blueprint Drafting Electronics	12 48 48	669.00 2,673.00 2,565.00
Hillcrest	Dog Grooming	8	635.00
Institute Computer Mgt.	Computer Programming Keypunch	40 8	2,708.00 375.00
Jane Adams High School	Practical Nurse	52	742.00

TABLE 6

Public and Proprietary Schools providing buy-in services to the Cleveland Area Western Reserve Manpower Consortium

Institution	Course	No. of Weeks	Cost Per Client
Management Training Institute	Typing/Bookkeeping	12	500.00
	Advanced Clerical	12	1,200.00
	Beginning Clerical	8	175.00
	Medical Secretary	12	800.00
	General Clerical	12	1,000.00
	Legal Secretary	12	800.00
	Mid Office Management	12	1,000.00
	Exec. Clerical	12	1,000.00
	Typing/General Office	18	1,150.00
	Typing	8	175.00
N.Y. Technical Inst.	Auto Mechanic	52	2,806.00
Ohio Court Reporting Academy	Court reporting	52	2,410.00
Ohio Diesel	Diesel Mechanic	40	3,090.00
Ohio Paralegal Institute	Paralegal	26	2,520.00
Ohio School of Broadcasting Technique	Radio announcing	8	1,389.00
Parma City Schools	Practical Nursing	48	995.00
Personalized Keypunch	Keypunch	8	500.00
Sawyer School of Business	Legal Secretary	36	2,420.00
	Medical Secretary	36	2,420.00
	Accounting	36	2,420.00
	Executive Secretary	36	2,420.00
Virginia Morti-Fashion Design	Fashion design	52	4,700.00

Through the Skills Training Improvement Program (STIP), managed by the Metropolitan Cleveland Jobs Council and funded by the Department of Labor with CETA funds, five training programs are presently being established in the Cleveland area. Those programs, each providing training for approximately fifty trainees, are (1) Metal Machine Trades, (2) Automotive Trades, (3) Secretary Training, (4) Industrial Maintenance, and (5) Computer Industries. A sixth, Medical Transcription is under development.

In addition to the vocational and technical schools listed above, Cuyahoga Community College also offers a wide variety of paraprofessional training programs that are responsive to occupational demands in allied health, data processing, finance, secretarial science and others.

Cuyahoga Community College, in accordance with the Memorandum of Understanding on Technical and Vocational Education between the Ohio Board of Regents and the Ohio Department of Education, has presented its occupational programs thus far primarily within the domain of technical education. Inasmuch as vocationally oriented courses frequently are found to a greater or lesser extent, in technical programs, however, it may be said that the College has and does participate in vocational programs. The College also offers many non-credit courses designed to prepare individuals for job entry, re-training, refreshment of skills and upgrading which may be considered vocational. In fact, the College has received reimbursement from the Department of Education, out of federal vocational education funds, for 14 of its two-year career programs and a number of non-credit courses of a vocational nature. It has participated, as well, as a sub-contractor as part of the CETA delivery system.

The College has an awareness of labor market needs which exist not only within its service area but elsewhere in the state as well. Its information system consists of a highly developed system of advisory committees, feedback generated from the activities of its career planing and placement service offices and the job developers which serve its rapidly expanding

cooperative education program. Additionally, its technical faculty are all experienced professionals who interface with employers of students enrolled in vocational programs on a regular basis, and who receive almost constant readings of labor market shortages and changes in employment needs.

Current statistics relating to unemployment as well as those relating to shortages of trained workers in certain occupational skills areas lead the College to believe that there are unmet needs yet to be satisfied within the County with respect to skills training. It is the intent of the College to identify those needs in as much specificity as possible, to quantify them, and to develop educational programs to provide for meeting these needs or to assist in securing the educational services of others who may better be able to provide such skills training in unique areas of vocational opportunity.

The advisory committee system of the College, previously mentioned, will assist greatly in this regard. This system incorporates a broad base of employers and practitioners in the more than fifty career fields serviced by the College programs who participate as members of a similar number of career program advisory committees. There are also four "umbrella" or occupational group advisory committees operating which serve to identify educational program needs from a much broader base of concern than those which would be of interest to the special purpose committees serving each career field area. These occupational group advisory committees exist for the overall vocational areas of business, health, engineering and public service.

Just as there is a need in the wider community for a leadership group from business, industry, labor and government to support an effective, coordinated, and comprehensive system for delivery of manpower services, so also is there a need for this or another leadership group to provide support for the design and implementation of a skills center which will:

- Coordinate existing training programs as part of a total delivery system

- Offer a wide variety of skills training programs in existing shortage occupations and in anticipated areas of need

- Link CETA participants to quality schools in the area in the event the skills training programs at the center do not meet their needs.

CCC does not seek to "lead" such a group. It seeks to play a catalyst role in bringing about the best community thinking about the design of a comprehensive skill center. The College staff believes its experiences over the past 15 years can be of important assistance in such a design and its implementation but recognizes that there are many other groups who have valuable experience in this area. CCC wants them to participate actively.

Like many other institutions and agencies in Greater Cleveland the College is interested in participating in long-range programs and planning which will improve the economy. But the College is also interested in working with other institutions on short-range needs such as the need for a first-rate skill center in the Greater Cleveland Area for the structurally unemployed.

IV. Mission of the Proposed Comprehensive Skills Center

A. Mission Statement

The purpose of a comprehensive skills center is to provide high quality, cost effective skill training in accurately identified shortage occupations and to prove responsive to the occupational and individual needs of people seeking a productive life.

B. Goals of the Comprehensive Skills Center

1. To provide the means for communication and coordination by which the facilities and services of the various public and private vocational and technical educational institutions can be most effectively and efficiently utilized for the benefits of all of the residents and employers of the Greater Cleveland area.

2. To assist leaders from business, industry, labor and education in the design of a coordinated and comprehensive delivery system of manpower services in the Greater Cleveland area.

3. To develop and offer a curriculum which is responsive to employer needs; and to provide sensitive counseling and special services for the disadvantaged.

4. To provide students with attitude and work habit adjustment training.

5. To provide students with skills that are job-related and transferable.

6. To assist the prime sponsor in developing and implementing its master plan for providing high quality, cost effective skills training programs which will prepare CETA participants for jobs in the private sector.

7. To develop employment and training programs which will assist the prime sponsor in fulfilling such mandated responsibilities as:

   (a) Job search and relocation assistance

   (b) Programs for the handicapped

   (c) Programs for middle-aged and older workers

   (d) Assessment of participants' skills and work experience for purposes of formulating realistic second career objectives

   (e) Second career and occupational upgrading counseling for middle-aged and older workers including

      (1) assurances of public and private sector demand for second career training; and

      (2) enable participants to compete successfully in the job market

   (f) Undertake research programs that involve both public and private sector hiring practices, job classification, alternative working arrangements, and artificial barriers to employment

   In addition the Center, when requested by the CETA Planning Council and the Ohio Bureau of Employment Services (OBES), will provide assistance in supplying data on

   - veteran information and outreach
   - analysis of the local labor force
   - a comprehensive program of employment and training research.

C. Programs

1. The Center will provide skill training in projected shortage occupations, and this will be an important function of the center. However, in addition to offering the occupational programs listed below, the Center will do the following:

First, it will stress the occupational importance of basic math skills, academic skills, and communications skills. Solid grounding in writing, in careful and intelligent reading, and in the practical use of numbers are, in occupational terms, the most useful and transferable of all skills. In a rapidly changing world of technology, a variety of occupational skills can quickly be rendered obsolete.

The Center must do more than just prepare people for a job. It must give them the basic background they will need to keep jobs and become upward mobile.

Secondly, the Center will attempt to encourage student motivation to overcome the accumulated deficits of past neglect. The amended CETA legislation of 1978 emphasizes education and training for the structually unemployed. This is probably the most difficult part of the CETA legislation to implement. It would challenge the Center to provide new and creative ways of providing education to the disadvantaged.

Thirdly, in preparing students for the world of employment, the Center will help them through a variety of experiences and through sensitive counseling to know their strengths and weaknesses. It will then encourage students to relate their heightened self knowledge to the realities and the possibilities of the market place.

2. A skills center can have a wide variety of programs which are designed to prepare students for jobs in shortage occupations. Our investigation indicates that many skills centers have some of the following programs in common:

Welding	Secretarial
Computer programming	Sales and marketing
Business and office	Auto mechanics
Machine Trades	Nursing
Carpentry	Hospitality Management
Heating & air conditioning	Banking
Keypunch operator	Basic Education

The skills center envisioned in this paper could offer these programs if they were not duplicative of other programs or if they could be offered at less cost than similar programs currently offered.

Recent research conducted by the College seems to indicate that the following jobs have a shortage of qualified workers. The list is illustrative of the kinds of skills training that could be offered in conjunction with other forms of manpower planning.

Clerk Typist

This occupational group classification is in a continuous state of short supply due to turnover within the employment field. A facility to accommodate 100 trainees per year in typing/filing skills would require two rooms, each of which would include no less than 800 square feet. Furniture and equipment purchased new and necessary to provide the desired training environment is estimated to cost $42,000 exclusive of any construction and installation costs.

The average training cycle would last 16 weeks providing three cycles per year with an enrollment of 40 trainees per cycle.

The Center could also offer courses in shorthand and other secretarial skills for those who want to upgrade their skills.

Welder

The skill center would provide training experiences in the basic fields of oxy-acetylene, electric arc, MIG and TIG welding. The facility would be planned to accommodate 15 trainees during a training cycle requiring approximately 1600 square feet of shop space for welding stations and storage. Cost of equipment is estimated at $65,000 excluding construction and installation cost. This program area will require an estimated expenditure of an additional $3,000 per year for welding gases, demurrage fees, stock and supplies.

The average length of a training cycle would be 15 weeks, but there is an overlap in the components of the training allowing four cycles to be run per year. Sixty welders could be trained per year.

Manufacturing Assembler

The number of trainees to be accommodated per training cycle would be 20 with approximately 1100 square feet of space required for the practical training experiences. Cost of furniture, equipment, tools and instructional devices is estimated at $16,000. Construction and installation costs would be in addition to this cost.

These training cycles would be relatively shorter in duration, approximately 8-10 weeks long, allowing five cycles per year. One hundred assemblers could be trained per year.

Facilities Maintenance Worker

The number of trainees to be accommodated per training cycle would be 20 with approximately 800 square feet required for combined classroom and practical training experiences. Cost of furniture, tools and instructional devices is estimated at $4,400. Construction and installation costs would be in addition to this.

This is another relatively short training program requiring approximately 6-8 weeks to complete a cycle.

Drafter Trainee

Facilities utilized for this training program would be applied to the needs of other vocational programs offered at the skills center which would require instruction in elementary drafting techniques, blueprint reading, etc. Two drafting laboratories, each to accommodate 20 students would be required. Overall space requirements would total approximately 900 square feet and total cost of furniture and equipment is estimated at $20,000 exclusive of installation and construction costs.

This is a long-term training course averaging 26 weeks or more in length. Based on 40 trainees per cycle, approximately 80 participants could be served.

Machine Operative

This facility would be a multi-purpose laboratory equipped with a variety of machine tools, measuring equipment, hand tools, and stock storage, capable of accommodating up to 16 students per training cycle who will be trained as operatives of lathes, milling machines, reciprocating tools and grinding equipment. Space requirements for a facility such as this are estimated to be 2000 square feet

with the cost of equipment, if purchased new, estimated at $230,000. This amount would provide only basic equipment and limited tooling. It does not include the cost of numerical control, automatic screw machine or turret lathes nor does it include precision measuring instruments, installation costs or construction. (The cost of an optimally equipped facility is estimated to cost in the neighborhood of $400,000-$450,000 assuming new equipment.) Additional cost of supplies, stock and replacement tooling is estimated to cost an additional $5,000 per year. Although it may be possible to obtain used or donated equipment at far less expense, it may not be technologically recent enough to provide for sound, relevant skills training.

Given the large number of components to this training, i.e., measurement skills, blueprint reading, etc., the cycle is considerably longer, but it can conveniently be broken up to allow overlap of training. Some trainees will have advanced to machine operation while others are being introduced to measurement, hand tools, etc. The cycle should average 18-21 weeks but three cycles could be concluded within a year resulting in 48 trainees being served.

Wastewater Plant Operator

Facility requirements associated with this occupational skills training program would be located external to the skills center, for the most part although some basic instrumentation and mock-up devices would be purchased for usage at the Center in a classroom/laboratory environment. Such a multi-purpose facility would require approximately 900 square feet and would accommodate 20 trainees per

training cycle. Estimated cost of furniture and equipment is $6,800. The major technical training would include field training experiences at actual disposal plant facilities.

This training depends on a field experience at the waste-water treatment facility. On-site would require no more than 8 weeks allowing six cycles to be concluded per year. Total number of trainees depends on the number of field placements which can be arranged.

In addition to the skills listed above, courses such as basic writing, basic reading and basic math will be taught. Job search activities such as letter writing, interviews, dress; survival skills such as consumerism, budgeting; and family planning will also be offered. The Center will provide such training along with the following supportive services:

Assessment
Counseling
Career Planning
Job Development
Job Placement

Since the Consortium provides many of these services for CETA participants, it may seem like a duplication of effort for the Center to provide these same services. However, one should remember that the Center is not just for CETA participants but also for non-CETA participants who want to upgrade their skills. This range of services is necessary to ensure the students of successful experiences in the skills center and should therefore be considered an integral component of the skills center.

D. Staffing, Financing and Budget: A Tentative Model

The following listings only suggest the type of staffing and financial considerations involved in creating a fully operational skills center. Amount of cost and number and functions of staff could vary according to the design of a fully operational skills center.

1. Staffing

1 director
1 curriculum specialist
4 counselors
4 job developers
2 recruiter
10 full-time faculty members
20 part-time faculty members
4 secretaries
1 bookkeeper
3 custodians
1 research assistant
3 security guards

2. Financing and Support

The proposed Comprehensive Skills Center would be located in a renovated building, convenient to mass transit, with adequate security and parking. Funding for purchase of the building, renovation, purchase and installation of machinery, and operating cost would be raised by a variety of means:

a. Planning costs: local foundation, donations, Title VII of CETA (The Private Initiative Council), Funds for the

Improvement of Post-Secondary Education (FIPSE), Vocational Education Act Program Improvement Projects (CFDA No. 13.498), and Program of National Significance (CFDA No. 13.496).

b. Building costs: purchase, donation or nominal leasing of a former Cleveland Public School.

c. Renovation costs: Local foundation, Economic Development Act (EDA) grant, Advanced Institutional Development Program (AIDP) grant, Governor's Discretionary Fund (CETA).

d. Equipment costs: Corporate gifts and donations, Higher Education Act, Instructional Equipment Grant (CFDA No. 13.518), EDA, and AIDP.

e. Operating costs: CETA Titles II, III, and IV, State Vocational Education and Adult Education monies, Basic Educational Opportunity Grants, and tuition.[9]

f. Special projects: Renovation, equipment, and training for minorities, women, veterans, and the handicapped would come from federal categorical grants.

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[9]It should be noted that some first-rate skills center such as the one operated by Maricopa Community College in Phoenix, Arizona attract not only CETA participants but many non-CETA persons who are willing to pay tuition costs because of the quality of programs offered.

3. First Year Budget

Purchase of existing facility		$ 225,000
Renovation of existing facility		100,000
*Installation costs		50,000
Utilities		50,000
Furniture and equipment cost for vocational skills programs:		
Clerk typist	$ 42,000	
Welder	68,000	
Manufacturer Assembler	16,000	
Facilities Maintenance Worker	5,000	
Drafter trainee	20,000	
Machine operative	400,000	
Wastewater plant operator	2,000	
Office Equipment	18,000	
Instructional supplies and materials	100,000	
		$ 671,000
Administrative		
1 director (.75 time)	$ 18,750	
1 research asssistant	15,000	
2-1/2 secretaries	30,000	
1 bookkeeper	14,000	
1 recruiter	16,000	
Fringe benefits @ 20%	18,750	
		$ 112,500
Student Services		
1 director (.25 time)	$ 6,250	
1 curriculum specialist	20,000	
4 counselors	72,000	
4 job developers	64,000	
3 custodians	48,000	
3 security guards	36,000	
Fringe benefits @ 20%	46,650	
		$ 291,900
Instructional		
10 faculty members (full-time)	$200,000	
20 faculty members (FTE)	400,000	
Fringe benefits @ 20%	120,000	
		$ 720,000
		$2,220,400

*Installation costs for the skills program enumerated are difficult to estimate at this time. They could be considerably more than the figure given above.

V. Action Plan

CRITICAL MILESTONES

	EVENT	TIME
1.	Chancellor circulates concept paper on skills center and invites response from key educators and leaders from government, business, industry, education	January, 1979
2.	Chancellor invites interested leaders to meeting to discuss the concept paper	February, 1979
3.	Chancellor forms community task force on design of skills center proposal	February, 1979
4.	The Task Force makes contact with the Governor of Ohio, the State Board of Vocational Education and the EDA representative from the regional office to discuss skill center concept and to explore sources of funding for the skills center.	March, 1979
5.	Task force submits proposal to Cleveland Foundation for $50,000 six month planning grant	March, 1979
6.	National Center for Vocational Education asked to assist Task Force in implementing planning grant	April, 1979 to October, 1979
7.	Design of skill center and development of proposal to CETA for funding	April to October, 1979
8.	Submission of proposal(s) to other appropriate funding sources	October 1, 1979
9.	Implementation according to phases outlined in proposal	October 1, 1979 to October 1, 1981

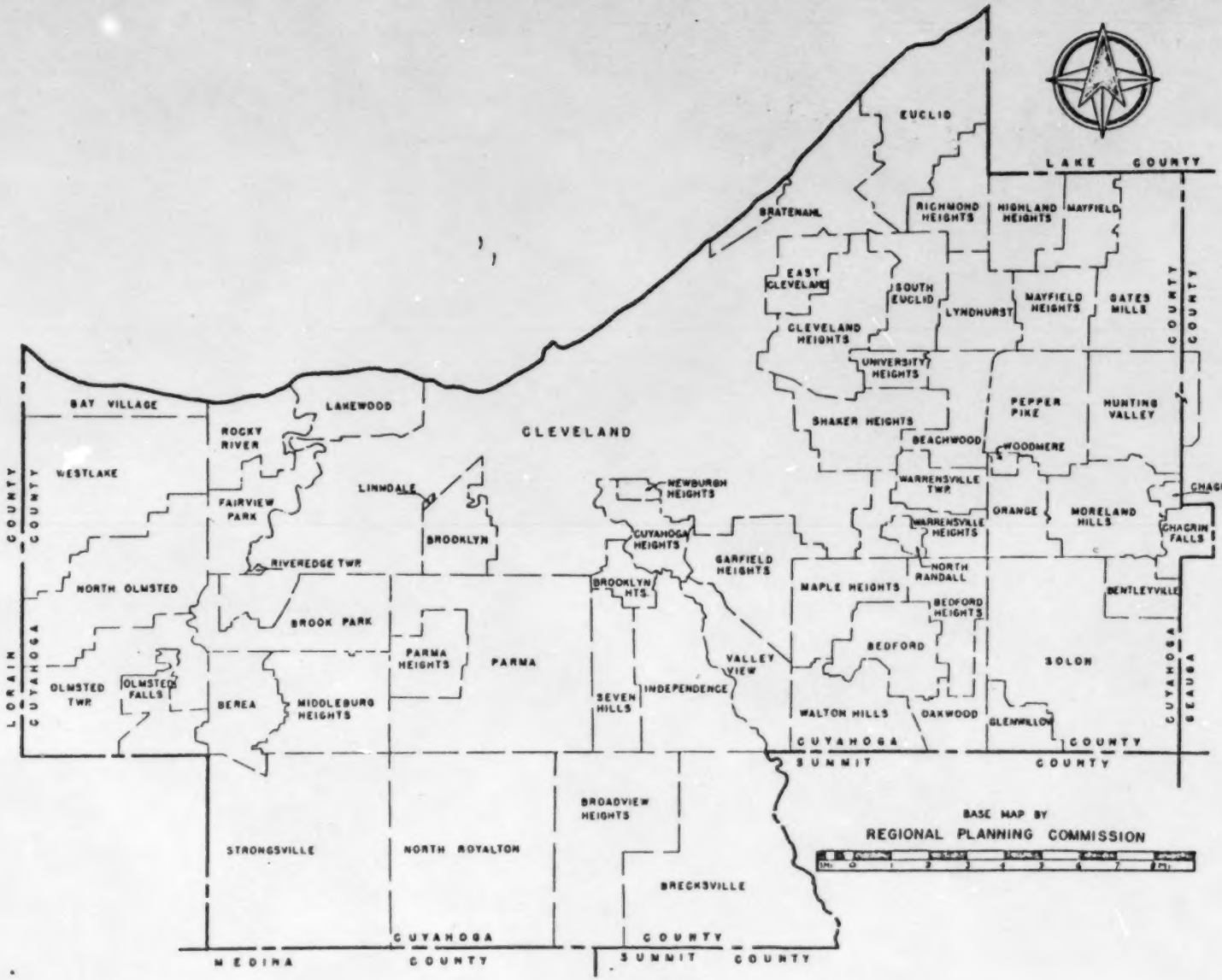
APPENDIX 1

CUYAHOGA COUNTY MUNICIPALITIES AND TOWNSHIPS
Population and Area

Municipality	1975 Estimated Population	Area (Square Miles)
Cities (Over 5,000)		
Bay Village	18,969	4.56
Beachwood	10,908	4.49
Bedford	16,302	5.52
Bedford Heights	12,741	4.58
Berea	21,360	4.96
Brecksville	8,410	19.47
Broadview Heights	12,938	13.02
Brooklyn	13,805	4.37
Brook Park	30,132	8.00
Cleveland	638,793	77.25
Cleveland Heights	51,141	8.13
East Cleveland	38,144	3.10
Euclid	63,307	10.75
Fairview Park	20,609	4.67
Garfield Heights	38,206	7.27
Highland Heights	6,702	5.20
Independence	6,565	9.62
Lakewood	65,395	5.49
Lyndhurst	19,564	4.36
Maple Heights	31,434	5.05
Mayfield Heights	21,330	4.21
Middleburg Heights	15,177	8.19
North Olmsted	37,420	11.54
North Royalton	13,649	21.40
Olmsted Falls	5,577	3.84
Parma	98,883	19.94
Parma Heights	25,080	4.19
Pepper Pike	5,788	7.15
Richmond Heights	10,175	4.38
Rocky River	22,726	4.71
Seven Hills	13,999	4.96
Shaker Heights	34,759	6.26
Solon	12,617	20.46
South Euclid	28,590	4.67
Strongsville	20,781	24.54
University Heights	17,672	1.93
Warrensville Heights	17,787	3.87
Westlake	16,871	15.82
TOTAL CITIES	1,544,306	381.92

Municipality	1975 Estimated Population	Area (Square Miles)
Villages		
Bentleyville	379	2.67
Bratenahl	1,656	0.99
Brooklyn Heights	1,723	1.78
Chagrin Falls	4,839	1.70
Cuyahoga Heights	781	3.26
Gates Mills	2,252	9.15
Glenwillow	538	2.85
Hunting Valley (part)	696	7.01
Linndale	163	0.07
Mayfield	4,542	3.98
Moreland Hills	3,652	7.25
Newburgh Heights	3,425	0.58
North Randall	1,199	0.75
Oakwood	4,429	3.34
Orange	2,329	3.59
Valley View	1,466	5.63
Walton Hills	2,937	7.05
Woodmere	1,141	0.34
TOTAL VILLAGES	38,147	61.99
Townships		
Chagrin Falls	82	0.56
Olmsted	7,310	11.00
Riveredge	694	0.08
Warrensville	2,070	3.04
TOTAL TOWNSHIPS	10,156	14.68
CUYAHOGA COUNTY TOTAL	1,592,609	458.59

Estimated population — U.S. Bureau of Census, May 1977 Report
Areas in square miles — Cuyahoga County Regional Planning Commission



APPENDIX 2

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APPENDIX 3

PERCENT DISTRIBUTION OF MOVES BY ORIGIN COMMUNITY, 1974

	Total Moves from Community	Percent of Moves Ending						
		Inside County				Outside County		
		Total	Inside Community	Inside Cleveland	Inside Suburbs	Total	Inside Ohio	Outside Ohio
Cleveland Broadway	100.0	87.8	31.9	33.7	22.2	12.2	6.1	6.1
Cleveland Mideast	100.0	88.7	39.9	33.4	15.4	11.3	2.2	9.1
Cleveland Midwest	100.0	84.5	29.6	28.9	25.9	15.4	6.8	8.6
Cleveland Near East	100.0	83.7	30.5	38.3	15.0	16.3	5.7	10.6
Cleveland Near West	100.0	88.5	48.8	25.6	14.1	11.6	5.9	5.7
Cleveland Northeast	100.0	83.8	39.1	17.7	27.0	16.2	9.9	6.3
Cleveland South	100.0	82.1	23.4	19.8	38.8	17.9	9.5	8.4
Cleveland Southeast	100.0	88.4	39.7	20.3	28.5	11.5	4.9	6.6
Cleveland West	100.0	75.1	20.0	17.9	37.2	24.9	13.2	11.7
CLEVELAND TOTAL	100.0	85.4	36.2	25.5	23.7	14.6	6.8	7.8
Bay Village	100.0	53.4	19.4	4.9	29.1	46.6	16.5	30.1
Beachwood	100.0	66.0	10.6	8.5	46.8	34.1	12.8	21.3
Bedford	100.0	69.0	28.9	4.9	35.2	31.0	19.0	12.0
Bedford Heights	100.0	64.7	15.0	9.2	40.5	35.3	24.3	11.0
Bentleyville	----*	----	----	----	----	----	----	----
Berea	100.0	63.3	20.7	7.1	35.5	36.7	13.6	23.1
Bratenahl	----*	----	----	----	----	----	----	----
Brecksville	100.0	50.0	20.4	5.6	24.0	50.0	14.8	35.2
Broadview Heights	100.0	52.4	11.9	8.3	32.1	47.6	19.0	28.6
Brooklyn	100.0	73.7	18.4	22.8	32.5	26.3	11.4	14.9
Brooklyn Heights	----*	----	----	----	----	----	----	----
Brook Park	100.0	65.0	8.9	12.2	43.9	35.0	17.9	17.1
Chagrin Falls	100.0	30.0	20.0	0.0	10.0	70.0	45.0	25.0
Chagrin Falls Township	----*	----	----	----	----	----	----	----
Cleveland Heights	100.0	67.3	27.5	11.8	28.0	32.7	10.9	21.8
Cuyahoga Heights	----*	----	----	----	----	----	----	----
East Cleveland	100.0	81.8	23.0	33.2	25.6	18.2	5.9	12.3
Euclid	100.0	59.4	26.5	13.4	19.5	40.7	26.8	13.9
Fairview Park	100.0	74.5	17.4	12.1	45.0	25.6	8.1	17.5
Garfield Heights	100.0	76.5	23.0	21.7	31.8	23.5	12.4	11.1
Gates Mills	100.0	36.4	0.0	18.2	18.2	63.7	18.2	45.5
Glenwillow	----*	----	----	----	----	----	----	----
Highland Heights	100.0	54.5	9.1	0.0	45.4	45.5	9.1	36.4
Hunting Valley	----*	----	----	----	----	----	----	----
Independence	100.0	45.5	9.1	4.5	31.8	54.6	18.2	36.4
Lakewood	100.0	74.7	33.1	16.0	25.7	25.2	8.2	17.0

Source: 1974 Household Migration, Cuyahoga County; Regional Planning Commission, May 1976.

APPENDIX 3 CONTINUED

	Total Moves from Community	Percent of Moves Ending						
		Inside County				Outside County		
		Total	Inside Community	Inside Cleveland	Inside Suburbs	Total	Inside Ohio	Outside Ohio
Linndale	----*	----	----	----	----	----	----	----
Lyndhurst	100.0	56.8	11.1	3.7	42.0	43.2	13.6	29.6
Maple Heights	100.0	64.9	19.0	8.3	37.5	35.1	25.6	9.5
Mayfield	100.0	23.5	0.0	5.9	17.6	76.4	52.9	23.5
Mayfield Heights	100.0	59.6	15.2	5.1	39.3	40.5	19.7	20.8
Middleburg Heights	100.0	58.4	14.5	8.4	35.5	41.6	17.5	24.1
Moreland Hills	100.0	35.7	0.0	0.0	35.7	64.3	28.6	35.7
Newburgh Heights	100.0	86.2	17.2	44.8	24.2	13.8	6.9	6.9
North Olmsted	100.0	60.2	20.3	6.8	33.1	39.8	20.3	19.5
North Randall	100.0	76.0	24.0	4.0	48.0	24.0	12.0	12.0
North Royalton	100.0	60.9	12.5	14.1	34.4	39.0	15.6	23.4
Oakwood	100.0	73.5	11.8	11.8	50.0	26.5	20.6	5.9
Olmsted Falls	100.0	58.5	15.1	7.5	35.8	41.5	18.9	22.6
Olmsted Township	100.0	51.3	7.7	10.3	33.3	48.7	23.1	25.6
Orange	----*	----	----	----	----	----	----	----
Parma	100.0	75.2	20.4	16.0	38.9	24.8	13.2	11.6
Parma Heights	100.0	72.9	22.2	6.8	44.0	27.1	15.5	11.6
Pepper Pike	100.0	42.9	0.0	7.1	35.7	57.1	21.4	35.7
Richmond Heights	100.0	59.2	8.7	4.9	45.7	40.8	27.2	13.6
Riveredge Township	100.0	70.0	10.0	20.0	40.0	30.0	20.0	10.0
Rocky River	100.0	65.9	25.8	9.2	30.9	34.1	7.8	26.3
Seven Hills	100.0	43.8	0.0	12.5	31.3	56.3	25.0	31.3
Shaker Heights	100.0	61.0	19.7	10.6	30.7	39.1	9.5	29.6
Solon	100.0	42.1	15.8	3.5	22.8	57.9	24.6	33.3
South Euclid	100.0	60.3	8.2	2.7	49.3	39.7	19.2	20.5
Strongsville	100.0	58.5	18.9	9.1	30.5	41.5	23.8	17.7
University Heights	100.0	63.3	7.8	6.7	48.9	36.6	13.3	23.3
Valley View	----*	----	----	----	----	----	----	----
Walton Hills	----*	----	----	----	----	----	----	----
Warrensville Heights	100.0	67.0	12.3	9.5	45.2	33.0	14.4	18.6
Warrensville Township	----*	----	----	----	----	----	----	----
Westlake	100.0	60.6	19.1	7.4	34.1	39.3	20.2	19.1
Woodmere	100.0	78.9	5.3	10.5	63.1	21.1	5.3	15.8
SUBURBS TOTAL	100.0	66.5	20.9	12.8	32.8	33.5	15.4	18.1
CUYAHOGA COUNTY TOTAL	100.0	74.8	27.6	18.4	28.8	25.2	11.6	13.6

*Not reported--fewer than 10 total moves.

APPENDIX 4

LABOR FORCE PARTICIPATION RATES, CUYAHOGA COUNTY, 1950-1975

	1950	1960	1970	1975
White Males Age 16 and Over	464,319	482,154	468,154	445,000
In Labor Force	386,542	391,717	376,049	356,100
Participation Rate	83.2	81.2	80.3	80.0
White Females Age 16 and Over	498,321	528,466	535,214	513,300
In Labor Force	161,173	188,159	220,608	231,100
Participation Rate	32.3	35.6	41.2	45.0
Nonwhite Males Age 16 and Over	55,921	80,442	95,458	110,400
In Labor Force	44,273	62,888	70,802	78,500
Participation Rate	79.2	78.2	74.2	71.1
Nonwhite Females Age 16 and Over	60,498	89,648	114,984	129,100
In Labor Force	22,866	38,131	56,072	68,500
Participation Rate	37.8	42.5	48.8	53.1
Total Persons Age 16 and Over	1,079,059	1,180,710	1,213,799	1,197,700
In Labor Force	614,854	680,895	723,531	734,200
Participation Rate	57.0	57.7	59.6	61.3

Sources: Data for 1950, 1960 and 1970 from U.S. Bureau of the Census (for persons age 14 and over in 1950 and 1960); 1975 total labor force from Ohio Bureau of Employment Services; all other numbers estimated by Regional Planning Commission. Percentages were calculated before the estimates were rounded to the nearest hundred.

APPENDIX 5

UNEMPLOYMENT RATES 1972 - 1978[bcd]

	1972	1973	1974	1975	1976	1977(Sept.)	1978(Nov)
COUNTY	5.9	4.1	4.9	8.2	6.8	5.2	4.8
CLEVELAND SMSA[a]	5.6	4.2	4.3	7.7	6.9	5.3	4.7
OHIO	5.5	4.3	4.8	9.1	7.8	5.7	5.5
UNITED STATES	5.6	4.9	5.6	8.5	7.7	6.6	6.1
CITY OF CLEVELAND	10.0	7.1	5.2	11.5	9.5	8.7	6.9
CLEVELAND MINORITY	16.4	11.1	7.2	13.0	9.6	-- Unavailable --	

[a]Cleveland - Defined as Cuyahoga, Lake, Geauga, and Medina Counties.

[b]Rates as calculated by Department of Labor and Ohio Bureau of Employment Services in cooperation with the Department of Labor.

[c]1977 rates calculated for the month of September for Ohio, U.S., and county; Cleveland rate for 1977 is a month of August estimate.

[d]1978 rates calculated for the month of November for Ohio, U.S., and county; Cleveland rate for 1978 is an estimate.

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APPENDIX 6

EMPLOYMENT STATUS FOR PERSONS 18 YEARS AND OVER
TOTAL, MALE AND FEMALE, BY RACE AND ETHNIC GROUP

	TOTAL	WHITE	BLACK	OTHER RACES	SPANISH AMERICAN
Total Both Sexes, 18 Years and Over	1,213,799	997,846	210,442	5,511	11,390
Total Labor Force	723,531	593,108	128,874	3,549	7,076
Labor Force Participation Rate	89.6	89.4	80.3	84.4	82.1
Civilian Labor Force	722,183	592,019	128,845	3,519	7,049
Employed	695,800	574,637	117,798	3,365	6,679
Unemployed	26,383	17,382	8,847	154	370
Unemployment Rate	3.7	2.9	7.0	4.4	5.2
Not in Labor Force	490,268	404,738	83,588	1,962	4,314
Inmate of Institution	10,398	8,277	2,110	11	7
Enrolled in School	71,554	56,081	15,072	401	799
Other under 65 Years	273,909	222,494	50,258	1,157	3,101
Disabled or Handicapped	47,855	33,522	14,162	171	541
Other Over 65 Years	134,407	117,886	18,128	393	407
Total Male, 18 Years and Over	563,601	465,595	95,458	2,548	5,449
Total Labor Force	440,851	374,002	70,802	2,047	4,627
Labor Force Participation Rate	79.3	80.3	74.2	80.3	84.9
Civilian Labor Force	445,533	372,935	70,581	2,017	4,500
Employed	430,067	362,706	85,428	1,933	4,377
Unemployed	15,466	10,229	5,153	84	233
Unemployment Rate	3.5	2.7	7.3	4.2	4.8
Not in Labor Force	116,750	91,593	21,656	501	822
Inmate of Institution	4,987	3,606	1,370	11	7
Enrolled in School	31,812	27,398	7,049	195	300
Other Under 65 Years	28,780	19,020	9,828	132	328
Disabled or Handicapped	14,755	9,890	4,873	92	250
Other Over 65 Years	48,341	41,569	5,809	163	187
Total Female, 18 Years and Over	850,198	532,251	114,984	2,983	5,941
Total Labor Force	276,880	219,108	56,072	1,502	2,449
Labor Force Participation Rate	42.6	41.2	48.8	50.7	41.2

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APPENDIX 6

EMPLOYMENT STATUS FOR PERSONS 18 YEARS AND OVER
TOTAL, MALE AND FEMALE, BY RACE AND ETHNIC GROUP

Total Female, 18 Years and Over (Cont'd)	TOTAL	WHITE	BLACK	OTHER RACES	SPANISH AMERICAN
Civilian Labor Force	375,650	219,084	58,064	1,502	2,449
Employed	265,733	211,931	52,370	1,432	2,302
Unemployed	10,917	7,153	3,894	10	147
Unemployment Rate	3.9	3.3	6.5	4.7	6.0
Not in Labor Force	373,518	313,145	58,912	1,451	3,492
Inmate of Institution	5,411	4,871	740	0	0
Enrolled in School	36,912	28,683	8,023	206	409
Other Under 65 Years	245,129	203,474	40,830	1,025	2,773
Disabled or Handicapped	33,100	23,532	9,489	79	291
Other Over 65 Years	86,066	76,317	9,519	230	220

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EMPLOYMENT STATUS BY SCHOOL COMPLETION FOR 18-21 YEAR OLDS,
AND BY DISABILITY STATUS FOR 18-64 YEAR OLDS,
BY SEX, RACE AND ETHNIC GROUP

	MALES					FEMALES				
18-21 Year Olds Not Enrolled in School	TOTAL	WHITE	BLACK	OTHER RACES	SPANISH AMERICAN	TOTAL	WHITE	BLACK	OTHER RACES	SPANISH AMERICAN
TOTAL	26245	18938	7388	119	410	40957	10514	10277	186	651
Not High School Graduate	10543	6551	3830	82	237	11999	7387	4540	72	343
Percent of all 18-21 Year Olds	13.0	10.4	22.7	19.1	27.5	13.4	10.8	23.4	10.7	26.6
Employed or in Armed Forces	6431	4530	1859	34	112	3897	2483	1200	14	80
Unemployed or Not in Labor Force	4112	2113	1971	26	125	8302	4904	3340	56	254
Percent of Nonhigh School Grads	39.0	31.6	51.5	45.2	52.7	69.2	68.4	73.5	80.8	74.1
High School Graduate	15802	12387	3458	57	173	28956	23127	5737	94	310
Employed or in Armed Forces	12078	10239	2389	48	163	21030	17483	3502	45	207
Unemployed or Not in Labor Force	3128	2048	1069	9	20	7928	5644	2236	49	103
Percent of High School Graduates	19.8	10.7	30.9	15.8	11.6	27.4	24.4	39.0	52.1	33.2

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Table Based on 5 Percent Sample

SOURCE: U.S. Census Data, 1970

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